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DHS Budget Request Analysis: FY2022

June 25, 2021

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SUMMARY

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DHS Budget Request Analysis: FY2022

On May 28, 2021, the Joseph R. Biden, Jr. Administration released its annual budget request for FY2022, including a $90.80 billion budget request for the Department of Homeland Security (DHS).

DHS is the third largest agency in the federal government in terms of personnel. The appropriations bill that funds it—providing almost $72 billion in FY2021—is the seventh largest of the 12 annual funding measures developed by the appropriations committees, and is the only appropriations bill that funds a single agency in its entirety and nothing else.

The FY2022 budget request represented the first detailed budget proposed by the Biden Administration. It was the latest release of a budget request for DHS since the establishment of the department in 2003. It comes 151 days after the enactment of the FY2021 consolidated appropriations measure, and 127 days since President Biden's inauguration. A delay in the first budget request of a new Administration is not unexpected. An incoming Administration often will release a preliminary budget document that outlines their priorities in general terms before the more detailed budget request is made. The Biden Administration did this on April 9, 2021, by releasing a "discretionary funding request."

This report provides an overview of the full FY2022 budget request for the Department of Homeland Security released on May 28, 2021. It provides a component-level overview of the appropriations requested for FY2022, and puts the requested appropriations in context with the FY2021 requested and enacted level of appropriations, while noting some of the factors behind the larger changes from those baselines.

Some of the major drivers of change in the FY2022 request include

- an $18.30 billion request for the Disaster Relief Fund (DRF), up $2.16 billion from the FY2021 enacted level, including a $500 million request for discretionary funding for mitigation grants for communities to address the threat of climate-related disasters;
- no funding for border barrier construction for U.S. Customs and Border Protection—a $1.375 billion reduction from the FY2021 enacted level and $2 billion below the FY2021 request;
- $2.03 billion in rescissions, including $1.94 billion in unobligated balances for border barrier construction;
- an increase of $437 million above the enacted level for Departmental Management including $113 million for SolarWinds breach remediation and cybersecurity improvements;
- an increase of $342 million (290.1%) for the Operations and Support appropriation for U.S. Citizenship and Immigration Services to fund enhancement of their adjudication workforce; and
- a 2.7% pay increase for both civilian and military DHS personnel.

The FY2022 budget request reverses a trend from FY2021, when budget requests for the seven smallest components (by gross budget authority) were reduced by at least 5% from the enacted level—four decreasing by more than 10%. In contrast, the FY2022 request calls for increasing the budgets of six of the smallest seven components by more than 5%.

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Introduction

The Department of Homeland Security (DHS) is the third largest agency in the federal government in terms of personnel. The appropriations bill that funds it—providing almost $72 billion in FY2021—is the seventh largest of the 12 annual funding measures developed by the appropriations committees, and is the only appropriations bill that funds a single agency in its entirety and nothing else.

This report provides an overview of the FY2022 budget request for the Department of Homeland Security. It provides a component-level overview of the appropriations sought in the FY2022 budget request, and puts the requested appropriations in context with the FY2021 requested and enacted level of appropriations, while noting some of the factors behind the larger changes from those baselines.

Data Sources and Caveats

The analysis in this report is based on Office of Management and Budget (OMB) data as presented in the FY2021 and FY2022 *Budget in Brief* for DHS, as well as supporting information from the DHS congressional budget justifications for FY2022, except where noted.[1] Most other CRS appropriations reports rely on Congressional Budget Office (CBO) data, which was not available at the time of publication at a similar level of granularity. Numbers expressed in billions are rounded to the nearest hundredth ($10 million), while numbers expressed in millions are rounded to the nearest million.

None of the FY2021 requested or enacted levels in this bill include supplemental appropriations requested and/or provided in the wake of the COVID-19 pandemic, as the intent is to analyze the FY2022 annual appropriations request in comparison to the preceding request and annual appropriations.

Structure of the DHS Budget

FY2022 Context

The FY2022 budget request represented the first detailed budget proposed by the Joseph R. Biden Jr. Administration. It was the latest release of a budget request for DHS since the establishment of the department in 2003. It comes 151 days after the enactment of the FY2021 consolidated appropriations measure, and 127 days since President Biden's inauguration.

The budget for DHS includes a variety of discretionary and mandatory budget authority. Aside from standard discretionary spending, some of the discretionary spending in the bill is offset by collections of fees, reducing the net effect on the general fund of the Treasury. Additionally, a large portion of the funding the Federal Emergency Management Agency (FEMA) receives for the Disaster Relief Fund (DRF) has received special budgetary exemptions under the Budget Control Act[2] (BCA) from subcommittee allocations and statutory spending limits.[3] DHS also

[1] These documents are available at https://www.dhs.gov/dhs-budget.

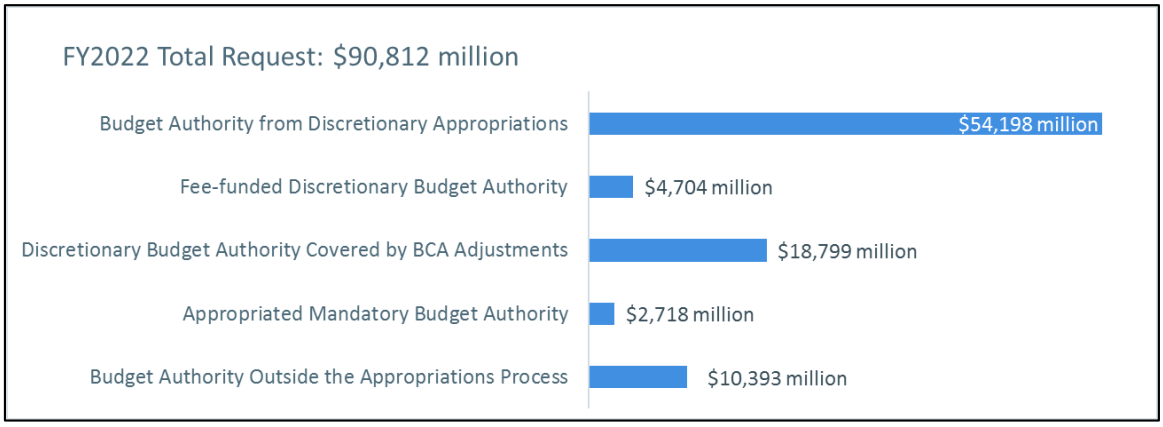
[2] P.L. 112-25.

[3] Both the special designation for disaster relief funding and the statutory spending limits the designation adjusted expire at the end of FY2021. However, the Biden Administration has requested an extension of the disaster relief designation for FY2022.

draws resources from fee revenues and other collections included in the mandatory budget, which are not usually referenced in annual appropriations legislation. However, some mandatory spending items still require an appropriation because there is no dedicated source of funding to meet the government's obligations established in law—e.g., U.S. Coast Guard (USCG) retirement accounts.[4] **Figure 1** shows a breakdown of these different categories from the FY2022 budget request.

Figure 1. FY2022 Budget Request Structure

(dollars of budget authority)



Source: Developed by CRS, based on the "DHS Resource Table," DHS *Budget in Brief*, FY2022, pp. 88-107.

Notes: The Administration's accounting for appropriated mandatory budget authority includes the Aviation Security Capital Fund and several U.S. Coast Guard items: Retired Pay, Boat Safety, Maritime Oil Spill Program and General Gift Fund.

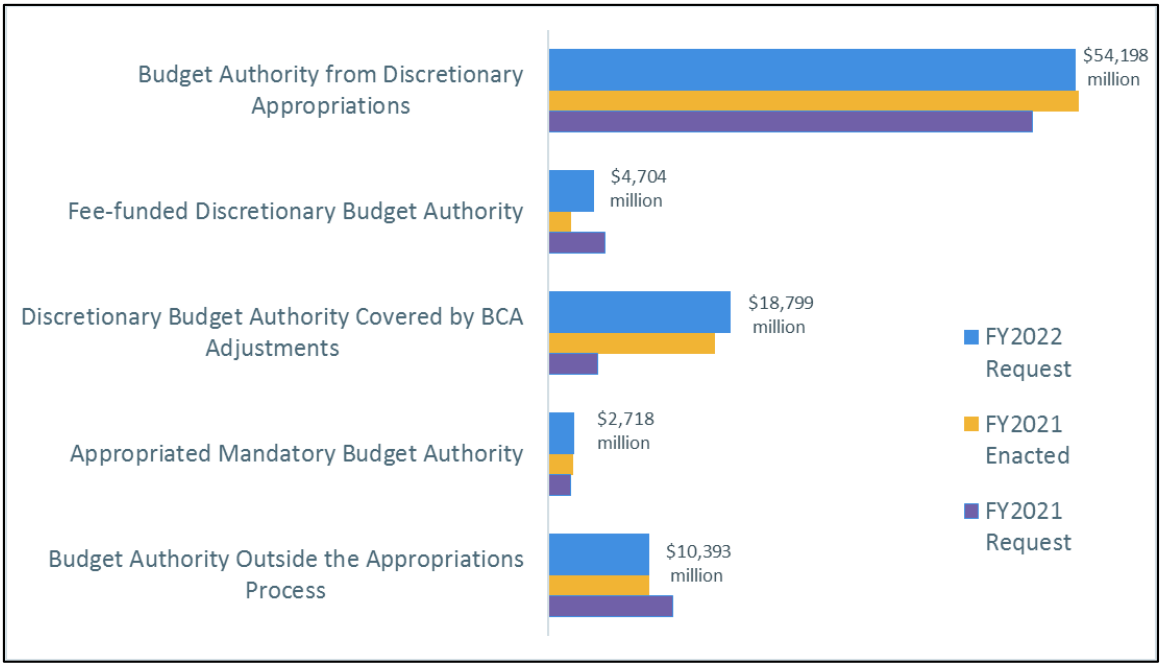
Congress and the Administration may differ on how funding for the department is structured; frequently, administrations of both parties have suggested paying for certain activities with fee increases that would require legislative approval. If fees are not increased, additional discretionary appropriations must be provided to fund the planned activities.

Figure 2 broadly compares the structure of the FY2022 budget request to its enacted FY2021 equivalent, as well as the FY2021 request. Readers may note

- in budget authority from discretionary appropriations, a $206 million reduction in FY2022 net discretionary appropriations for DHS compared to the enacted FY2021 level, based on the Administration's request for $2.03 billion in rescissions, including $1.94 billion in rescission of unobligated border wall funding;
- in fee-funded discretionary budget authority, an anticipated $2.38 billion rebound in offsetting fee collections;
- in discretionary budget authority covered by adjustments under the BCA, a $1.66 billion increase in disaster relief funding through FEMA compared to the FY2021 request; and
- no significant increases in mandatory spending paid for by fees.

[4] For a further discussion of these terms and concepts, see CRS Report R46240, *Introduction to the Federal Budget Process*, by James V. Saturno.

Figure 2. Comparison of DHS Budget Structure: FY2022 Request, FY2021 Enacted and FY2021 Requested Budget Authority



Source: Developed by CRS, based on the resource tables from the DHS *Budget in Brief*, FY2022 and FY2021.

Notes: Dollar amounts provided relate to the FY2022 budget request. Enacted levels do not include supplemental appropriations. The Biden Administration's budget request includes an extension of the Budget Control Act's adjustment for disaster relief spending, which expires at the end of FY2021.

Appropriations Analysis

Comparing the FY2022 Request to Prior-Year Levels

Table 1 compares the requested total budget authority controlled in appropriations legislation for FY2022 for each DHS component with the level requested and enacted for FY2021.

- Four analytical columns on the right side of the table provide comparisons of the FY2022 requested funding levels with the FY2021 requested and enacted levels, indicating dollar and percentage change.
- Components are listed in order of their total FY2021 enacted gross budget authority.
- An indented and italicized line beneath the Federal Emergency Management Agency entry shows the portion of the component's funding covered by adjustments for disaster relief, provided for under the BCA.

The funding levels in **Table 1** include all the DHS budget elements tracked in the appropriations committees' detail tables, except rescissions of prior-year appropriations:[5]

[5] This leaves aside certain mandatory spending and trust fund resources not frequently addressed by Congress.

- While this table compares data developed with the Congressional Budget Office (CBO) scoring methodology and the Office of Management and Budget (OMB) scoring methodology, most of the data compared is identical.[6]
- Most of the $40 million in scoring differences identified by OMB is the result of $34 million in differences in the treatment of fees, transfers and rounding within the CBP budget, with the remainder being the result of differences in rounding across the DHS funding structure.[7]

Table 1 illuminates several shifts within the FY2022 DHS budget request that are not immediately apparent in top-line analysis:

- The primary driver for the increase in the Administration's total request is increases for FEMA, associated with growth in major disaster costs paid from the DRF.
- In addition to FEMA, total budget requests for two other components increased more than $200 million above the FY2021 enacted level—Departmental Management ($502 million) and the Transportation Security Administration (TSA) ($428 million).
- The requests for two components are smaller than in FY2021: CBP—down $1.92 billion from the FY2021 request, or 10.5%—and Immigration and Customs Enforcement (ICE)—down $2.05 billion, or 19.6%.
- While no component had a nominal reduction in its top-line budget from the FY2021 enacted level, when the funding for the Administration's proposed 2.7% pay increase is set aside, three of the four largest DHS components (CBP, ICE, and U.S. Coast Guard (USCG)) show a decrease from the enacted level in their FY2022 request.

The FY2022 budget request reverses a trend from FY2021, when budget requests for the seven smallest components (by gross budget authority) were reduced by at least 5% from the enacted level—four decreasing by more than 10%. In contrast, the FY2022 request calls for increasing the budget of six of the smallest seven components by more than 5%.

[6] Differences in scoring methodologies are shown in analyses by the Office of Management and Budget (OMB) required by Section 251(a)(7) of the Balanced Budget and Emergency Deficit and Control Act of 1985. These reports (known as "Seven-Day-After" reports) compare OMB and Congressional Budget Office (CBO) scoring for discretionary appropriations measures, and can be found at https://www.whitehouse.gov/omb/legislative/budget-enforcement-act-7-day-reports/.

[7] Scoring is generally done at the million-dollar level of granularity, while the appropriations committees track funding at the level of thousands of dollars. The CBO score includes adjustments to account for this difference, while the OMB does not. In addition, according to OMB: "CBO rounds each appropriation individually and adds the total ... while OMB rounds each level following a convention of rounding evenly split appropriations at the thousands level to the nearest whole even number in millions.... " Office of Management and Budget, *Seven-Day-After Report for the Consolidated Appropriations Act, 2021 (*P.L. 116-260*)*, Washington, DC, January 15, 2021, p. 18, https://www.whitehouse.gov/wp-content/uploads/2021/01/7_Day_After_Report_Omni_1-15-21.pdf.

Table 1. Component-Level Analysis of DHS Budget Request (FY2021-FY2022)

(thousands of dollars of total budget authority)

Component	FY2022 Request	vs. FY2021 Request	% Change	vs. FY2021 Enacted	% Change
U.S. Customs and Border Protection (CBP)	16,289,640	(1,920,329)	(10.5%)	7,436	0.0%
Federal Emergency Management Agency (FEMA)	28,376,429	13,843,351	95.3	1,899,308	6.7
Disaster Relief Adjustment	*18,799,000*	*13,739,051*	*271.5*	*1,657,000*	*8.8*
U.S. Coast Guard (USCG)	13,108,293	777,156	6.3	37,473	0.3
U.S. Immigration and Customs Enforcement (ICE)	8,371,096	(2,045,064)	(19.6)	20,957	0.3
Transportation Security Administration (TSA)	8,871,561	629,769	7.6	427,730	4.8
U.S. Citizenship and Immigration Services (USCIS)	4,760,784	(289,765)	(5.7)	496,714	10.4
Management Directorate (MD)	3,703,753	353,359	10.5	502,048	13.6
U.S. Secret Service (USSS)	2,839,917	214,379	8.2	131,114	4.6
Cybersecurity and Infrastructure Protection Agency (CISA)	2,133,630	375,832	21.4	108,654	5.1
Science and Technology Directorate (S&T)	822,903	179,174	27.8	57,345	7.0
Countering Weapons of Mass Destruction (CWMD)	427,461	50,301	13.3	25,184	5.9
Federal Law Enforcement Training Centers (FLETC)	355,636	24,157	7.3	15,288	4.3
Analysis and Operations (A&O)	320,620	7,982	2.6	22,120	6.9
Office of the Inspector General (OIG)	205,359	27,580	15.5	15,173	7.4
Office of the Secretary and Executive Management (OSEM)	224,747	74,388	49.5	43,928	19.5

Source: CRS analysis of FY2021 and FY2022 DHS *Budget in Brief* Resource Tables.

Notes: Numbers in parentheses are negative. The FY2021 budget request proposed moving the U.S. Secret Service (USSS) to the U.S. Department of the Treasury.

Common DHS Appropriation Types

Under the Common Appropriations Structure (CAS) first implemented with the FY2017 DHS annual appropriation, most DHS discretionary appropriations are arranged into four uniform categories:

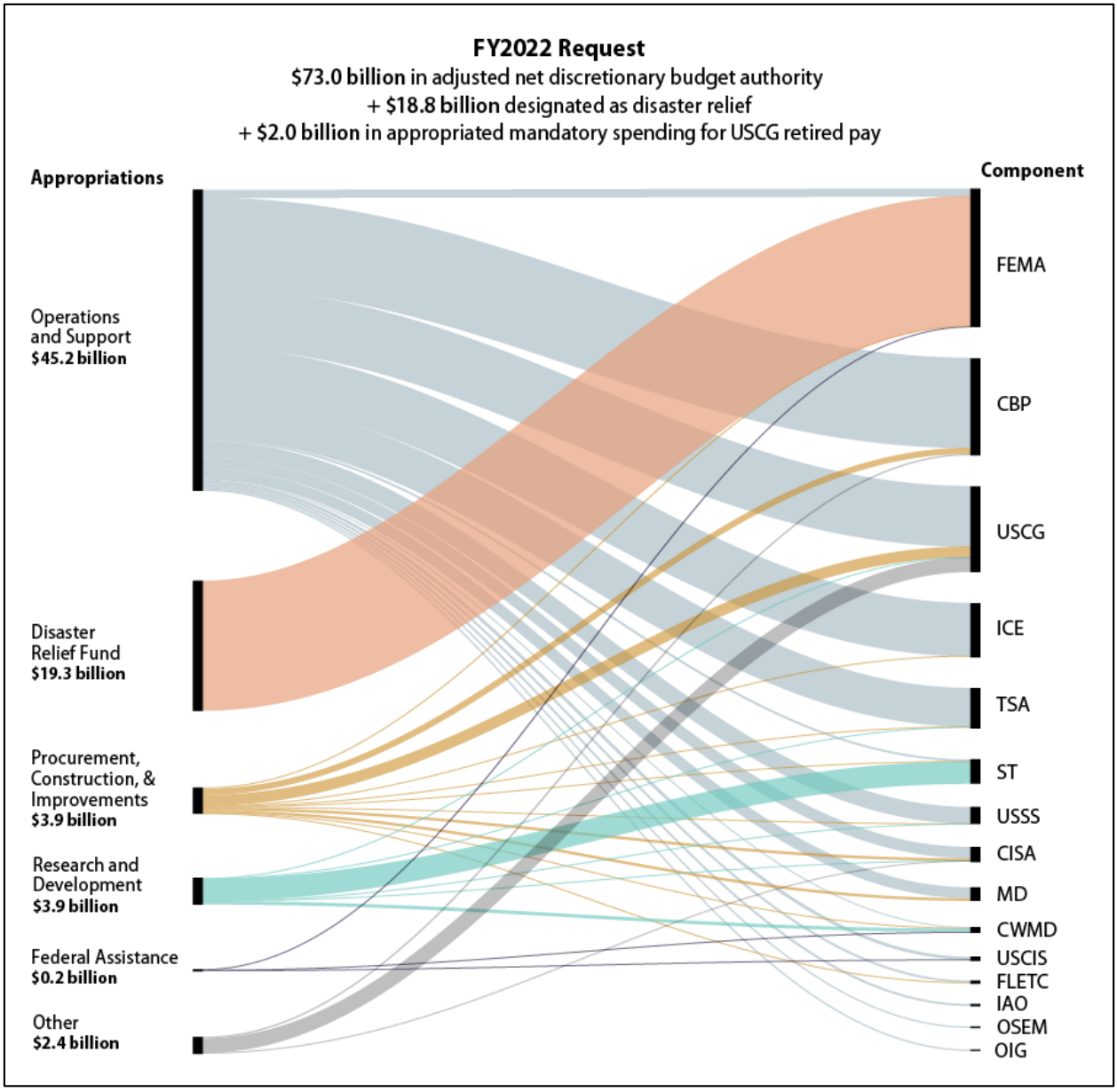
- Operations and Support—generally, personnel and operational costs (all components have this appropriation);
- Procurement, Construction, and Improvements—generally, acquisition and construction (all the selected components have this, except for OSEM);
- Research and Development (TSA, USCG, U.S. Secret Service (USSS), Cybersecurity and Infrastructure Security Agency (CISA), Science and Technology Directorate (S&T), and Office of Countering Weapons of Mass Destruction (CWMD) have this in the FY2022 budget request); and
- Federal Assistance (only FEMA, U.S. Citizenship and Information Services (USCIS) and CWMD have this in the FY2022 budget request).

FEMA's Disaster Relief Fund is a unique discretionary appropriation that has been preserved separately, in part due to the history of the high level of public and congressional interest in that particular structure.[8]

The use of the CAS structure allows a quick survey of the level of departmental investment in these broad categories of spending through the appropriations process. A visual representation of this new structure follows in **Figure 3**. On the left are the five appropriations categories of the CAS with a black bar representing the requested FY2022 funding levels requested for DHS for each. A sixth catch-all category is included for budget authority associated with the legislation that does not fit the CAS categories. Colored lines flow to the DHS components listed on the right, showing the amount of funding provided through each category to each component.

[8] FY2019 was the first year that all components conformed to the new structure. The U.S. Coast Guard (USCG) was the last to adopt it, and its Retired Pay appropriated mandatory spending is another appropriation that does not conform to the four categories.

Figure 3. DHS FY2022 Appropriations Request, Showing Appropriation Categories by Component



Source: CRS analysis of the FY2022 *DHS Budget in Brief*.

Notes: Due to complications in formatting, this figure uses alternative abbreviations without an ampersand: IAO = Analysis and Operations, and ST = Science and Technology Directorate. Standard abbreviations can be found in the Appendix.

Staffing

The Operations and Support appropriation for each component pays for most DHS staffing.[9] **Table 2** analyzes changes to DHS staffing, as illuminated by the request's information on

[9] Two significant exceptions within DHS are U.S. Citizenship and Immigration Services (USCIS), which uses fee

positions and full-time equivalents (FTEs)[10] for each component. Appropriations legislation does not explicitly set these levels, so the information is drawn from budget request documents alone.

The first data column indicates the number of positions requested for each component in the FY2022 budget request. The next two columns show the difference between the FY2022 request and the Administration's previous request—expressed numerically, then as a percentage. The following columns show the same comparison with the number of positions provided for in FY2021 enacted appropriations.[11] Another data column shows the number of FTEs, followed by four analytical columns showing the same comparisons for positions.

collections to pay for most of its personnel, and the Federal Protective Service—now part of the Management Directorate—which is funded wholly through offsetting collections for services provided.

[10] The term "full-time equivalents" or "FTEs" is a measure of work equal to 2,080 hours per year. This is distinct from positions, which is a measure of the number of employees on board or to be hired.

[11] This is presented in the FY2022 *Budget in Brief*, rather than in the FY2021 appropriations measure or explanatory statement.

Table 2. FY2022 DHS Staffing Analysis

	FY2022 Request (Positions)	Change from FY2021 Request (Positions)	%	Change from FY2021 Enacted (Positions)	%	FY2022 Request (FTE)	Change from FY2021 Request (FTE)	%	Change from FY2021 Enacted (FTE)	%
CBP	64,300	(985)	(1.51%)	691	1.09%	60,455	(2,242)	(3.58%)	2,795	4.85%
FEMA	5,592	194	3.59	200	3.71	13,380	1,083	8.81	1,086	8.83
USCG	51,850	680	1.33	665	1.30	50,377	521	1.05	513	1.03
ICE	21,665	(4,298)	(16.55)	166	0.77	21,257	(919)	(4.14)	170	0.81
TSA	58,431	239	0.41	(1,177)	(1.97)	55,169	(145)	(0.26)	(1,394)	(2.46)
USCIS	22,371	1,316	6.25	1,316	6.25	21,253	1,250	6.25	1,250	6.25
DM	4,058	96	2.42	96	2.42	3,788	50	1.34	50	1.34
USSS	8,105	209	2.65	209	2.65	7,961	165	2.12	165	2.12
CISA	2,970	272	10.08	59	2.03	2,464	229	10.25	99	4.19
S&T	530	74	16.23	23	4.54	511	55	12.06	12	2.40
CWMD	309	23	8.04	22	7.67	279	13	4.89	12	4.49
FLETC	1,108	24	2.21	-1	-0.09	1,081	28	2.66	(1)	(0.09)
A&O	902	5	0.56	5	0.56	872	19	2.23	19	2.23
OIG	809	84	11.59	36	4.66	760	13	1.74	18	2.43
OSEM	855	162	23.38	93	12.20	763	128	20.16	59	8.38

Source: CRS analysis of the DHS Resource Table from the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: Numbers in parentheses are negative. The FY2021 budget request proposed moving the U.S. Secret Service (USSS) to the U.S. Department of the Treasury.

Overview of Component-Level Changes

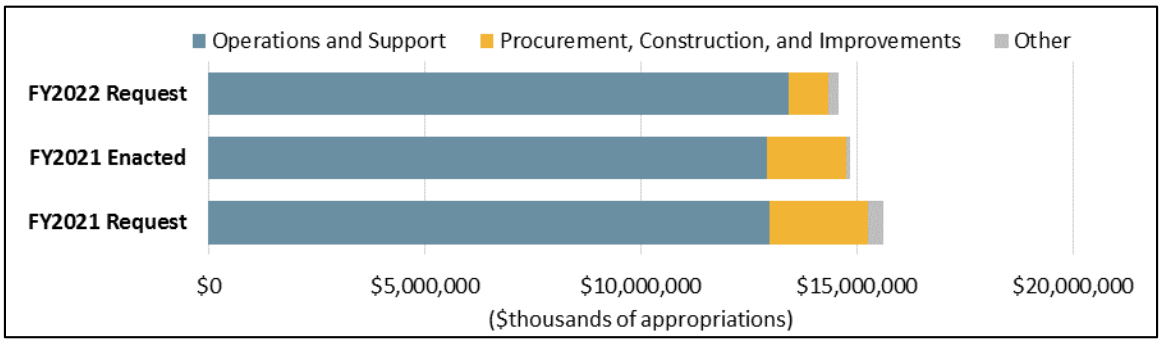
The following summaries of the budget requests for DHS components are drawn from a survey of the DHS FY2022 *Budget in Brief* and the budget justifications for each component. Each begins with a graphic outlining the appropriations requested and enacted for the components in FY2021 and requested in FY2022, followed by observations on the contributing factors. These numbers in many cases are smaller than what is reflected in **Table 1**, as the appropriations request only includes funding provided through the appropriations measure, regardless of how it is scored: it does not include most mandatory spending, such as programs paid for directly by collected fees that have appropriations in permanent law.

Each component has an Operations and Support appropriation, which includes discretionary funding for pay. A 2.7% civilian and military pay increase has been proposed by the Administration for FY2022. Descriptions of each Operations and Support appropriation note the impact of these pay increases and associated increases to component retirement contributions to better illuminate the changes in the level of other operational funding.

Law Enforcement Operational Components (Title II)

Customs and Border Protection (CBP)

Figure 4. CBP Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: "Other" appropriations include Colombia Free Trade Act collections appropriated to CBP and permanent indefinite discretionary spending for CBP services at facilities that pay user fees.

The Administration's $14.57 billion appropriations request for CBP was $467 million (3.1%) below the FY2021 enacted level, and $1.03 billion (6.6%) below the level of appropriations originally requested for FY2021. The request included

- $518 million more than enacted for Operations and Support, largely driven by $350 million for pay and retirement cost increases.[12] It also included

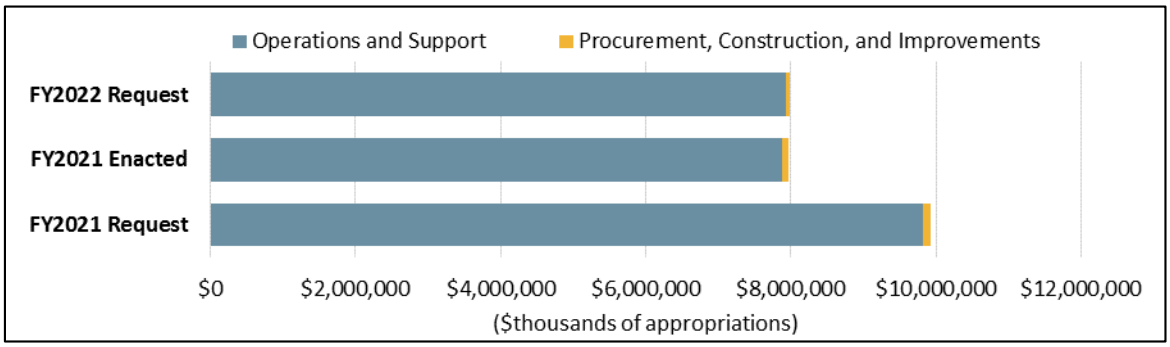
[12] U.S. Department of Homeland Security, *U.S. Customs and Border Protection, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. CBP-OS-9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

- $74 million for 350 new Office of Professional Responsibility Special Agents.[13] No additional appropriations were requested for new Border Patrol agents, support staff, or CBP Officers;[14]
- $9 million for 125 Border Patrol Processing Coordinators, who are intended to take over non-law enforcement duties currently performed by Border Patrol Agents;[15] and
- $163 million in base funding for contracted medical services for those in CBP custody. In the past, this had been funded largely through supplemental appropriations.[16]

- $914 million less than enacted for Procurement, Construction, and Improvements. The primary driver of this change from the FY2021 request is a reduction of $1.38 billion in construction funding for the border wall system.[17] It also included
  - $54 million for Border Security Assets and Infrastructure, which is $1.46 billion less than enacted in annual appropriations for FY2021.[18]
  - The FY2022 *Budget in Brief* cites $1.2 billion in investments in border security. The largest single element of this is $660 million for construction, expansion and modernization of Office of Field Operations facilities,[19] and $87 million for Border Patrol facilities.[20]

Immigration and Customs Enforcement (ICE)

Figure 5. ICE Requested / Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

[13] p. CBP-OS-41.
[14] pp. CBP-OS-9-11
[15] p. CBP-OS-10.
[16] p. CBP-OS-39.
[17] p. CBP-PC&I-32.
[18] p. CBP-PC&I-4.
[19] p. CBP-PC&I-112.
[20] p. CBP-PC&I-107.

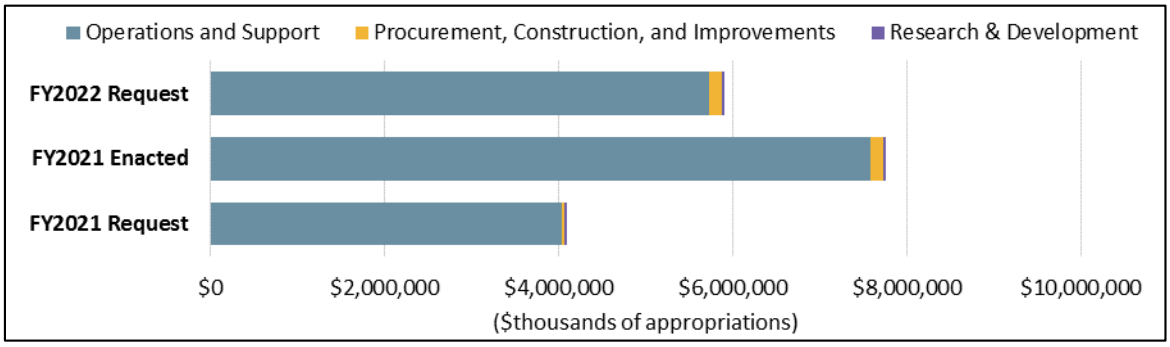
The Administration's $7.99 billion appropriations request for ICE was $18 million (0.2%) below the FY2021 enacted level, and $1.94 billion (19.5%) below the level of appropriations originally requested for FY2021. The request included

- $64 million more than enacted for Operations and Support. $156 million of the requested Operations and Support appropriations is for pay and retirement increases.[21] ICE is expected to make $110 million in across-the-board non-pay savings to fund the pay raise;[22]
  - Unlike FY2021, when 2,844 additional law enforcement officers and 1,792 additional support staff were requested for ICE, only 166 new positions were requested, with 102 of those within the Office of the Principal Legal Advisor, 30 within the Victims Assistance Program, and 24 within the Office of Professional Responsibility.[23]
  - The request includes a $78 million decrease, representing a reduction in support costs for 1,500 individuals in the average population of adult detainees from FY2021 (reducing that average to 30,000).[24]
- $46 million less than enacted for Procurement, Construction, and Improvements.
  - The reduction is largely driven by a nearly $56 million decrease in Construction and Facilities Improvements from the FY2021 enacted level, due in part to the availability of carryover balances.[25]

Funded initiatives include $13 million for modernizing ICE's core financial system and $12 million for facilities expansion for the Office of the Principal Legal Advisor to support 70 new courtrooms for immigration cases.[26]

Transportation Security Administration (TSA)

Figure 6. TSA Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: Operations and Support appropriations are net totals after offsetting collections.

[21] U.S. Department of Homeland Security, *Immigration and Customs Enforcement, Fiscal Year 2022 Congressional Justification*, May 28, 2021, pp. ICE-O&S-10, 11. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[22] p. ICE-O&S-14.

[23] pp. ICE-O&S-8, 9.

[24] p. ICE-O&S-17.

[25] p. ICE-PC&I-4.

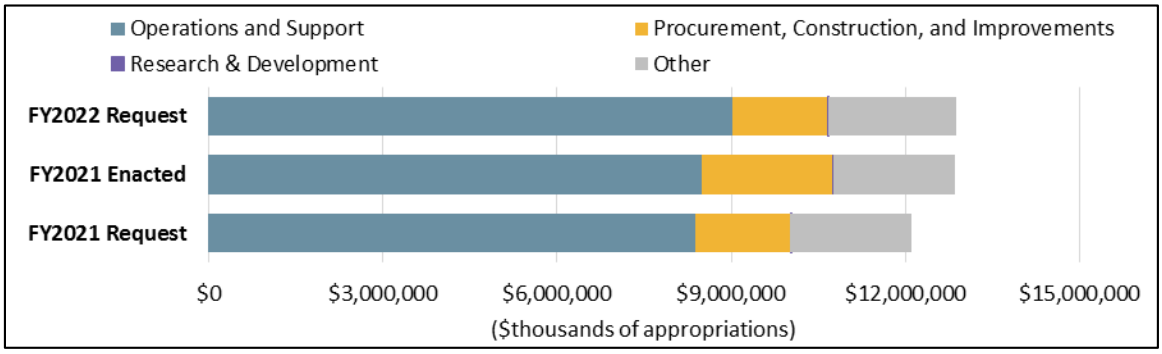
[26] pp. ICE-PC&I-37, 38.

The Administration's $5.90 billion net appropriations request for TSA was $1.85 billion (23.9%) below the FY2021 enacted level, and $1.80 billion (44.0%) above the level of appropriations originally requested for FY2021. With the resources from offsetting fees included, the gross discretionary total is for a request of $8.26 billion, $307 million (3.9%) above the FY2021 enacted level, and $632 million (8.3%) above the FY2021 requested level. The request included

- $1.85 billion (24.4%) less than the FY2021 enacted level in net Operations and Support appropriations in FY2021, due to an anticipated increase of $2.16 billion in fee collections from rebounding air travel as pandemic-related restrictions are lifted;[27]
  - Operations and Support cost increases within this amount include $208 million for paying increased pay and retirement costs.[28]
- No change from the FY2021 enacted level for Procurement, Construction, and Improvements ($134 million);
  - This was $101 million more in discretionary appropriations than was requested for FY2021.
  - $250 million continues to be provided in mandatory appropriations from the Aviation Security Capital Fund as it has since FY2004.
- $6 million (20.3%) more than enacted in FY2021 for Research and Development appropriations, on the basis of $4 million in new funding for a mobile driver's license program to allow TSA to authenticate digital identity documents.[29]

U.S. Coast Guard (USCG)

Figure 7. USCG Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: The "Other" category for USCG includes $1.96 billion for Retired Pay (appropriated mandatory spending) and $241 million in permanent indefinite discretionary spending for Medicare-eligible retiree health care.

[27] As a result, gross appropriations for Operations and Support for TSA are up $301 million from the enacted level for FY2021. Department of Homeland Security, *Transportation Security Administration, Operations and Support Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. TSA-APSF-3. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[28] p. TSA-O&S-8.

[29] pp. TSA-R&D-24-26.

The Administration's $12.87 billion net appropriations request for USCG was $26 million (0.2%) above the FY2021 enacted level, and $766 million (6.3%) above the level of appropriations originally requested for FY2021. The request included

- $536 million (6.3%) more than enacted in Operations and Support appropriations in FY2021;
  - This includes $170 million for increased pay and retirement costs for FY2022.[30]
  - Other drivers include increases of $96 million for aircraft and avionics sustainment, $72 million in IT modernization and readiness, and $54 million to address the surface fleet depot maintenance backlog.[31]
- $625 million (27.6%) less than the FY2021 enacted level for Procurement, Construction, and Improvements;
  - The FY2022 request is $2 million (0.1%) more than requested for FY2021.
  - Among USCG Vessel programs, which were $486 million (31.7%) below the enacted level,[32] the largest year-to-year shifts in investment were
    - National Security Cutter ($47 million increase for post-delivery activities, but a rescission of $65 million for long-lead time materials for NSC #12);[33]
    - Offshore Patrol Cutter (+$51 million, 9.3%);
    - Inland Waterways and Western Rivers Tender (+$42 million, 168%);
    - Fast Response Cutter (-$240 million, 92.3%); and
    - Polar Security Cutter (-$385 million, 69.4%).
  - Among USCG Aircraft programs, which were $90 million (28.8%) below the enacted level, the largest year-to-year shift in investment was in the HC-130J Acquisition/Conversion/Sustainment program (-$100 million, 83.3%).[34]
  - Short Facilities and Aids to Navigation were $84 million (23.0%) below the enacted level, and Other Acquisition Programs were $34 million (57%) above the enacted level.

$3 million (27.2%) less than enacted in FY2021 for Research and Development appropriations, on the basis of a $2 million reduction from the enacted level for research into waterways management and environmental response.[35]

[30] Total includes a $54 million increase for military allowances. U.S. Department of Homeland Security, *U.S. Coast Guard, Operations and Support Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. USCG-O&S-9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[31] p. USCG-O&S-10.

[32] p. USCG-PC&I-16.

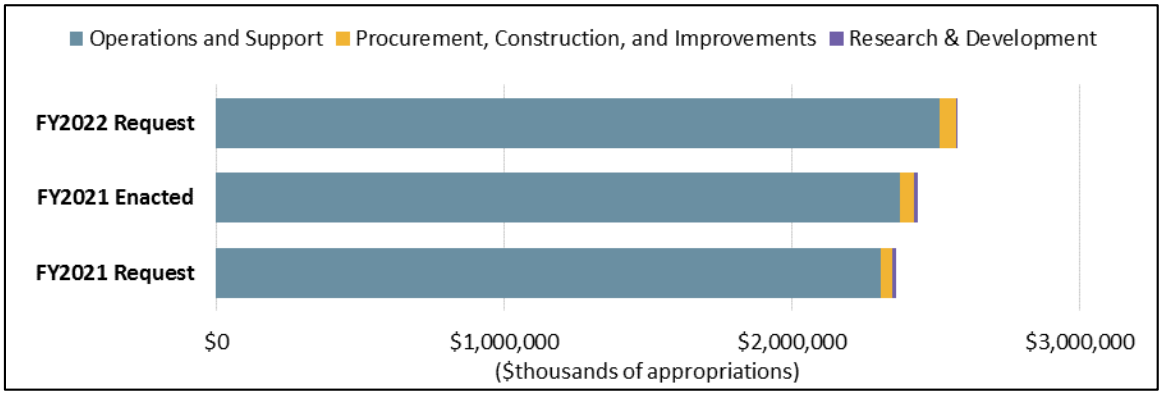
[33] p. USCG-PC&I-27.

[34] p. USCG-PC&I-50.

[35] p. USCG-R&D-18.

U.S. Secret Service (USSS)

Figure 8. USSS Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: Does not include $268 million in mandatory spending for USSS retirement accounts.

The Administration's $2.57 billion net appropriations request for USSS was $134 million (5.5%) above the FY2021 enacted level, and $211 million (9.0%) above the level of appropriations originally requested for FY2021.[36] The request included

- $142 million (6.0%) more than enacted in Operations and Support appropriations in FY2021;
  - This includes $59 million for funding increased pay and retirement costs for FY2022.[37] In addition, there's an $18 million increase as a result of reorganization of pay funding across subappropriations.[38]
  - Other drivers include increases of $37 million for staffing for the USSS Strategic Intelligence and Information function, as well as $20 million for radios and hubs.[39]
- $2 million (3.6%) more than the FY2021 enacted level for Procurement, Construction, and Improvements;
  - A $10 million (19.6%) reduction in funding for equipment for the protection mission was offset by $3 million in new funding for communications infrastructure and IT systems[40] and a $9 million increase in funding for blast and ballistic mitigation to harden buildings.[41]

[36] The FY2021 request was made under the Department of the Treasury, as the Trump Administration proposed moving the component.

[37] U.S. Department of Homeland Security, *U.S. Secret Service, Operations and Support Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. USSS-O&S-8. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[38] p. USSS-O&S-15.

[39] p. USSS-O&S-9.

[40] p. USSS-PC&I-15.

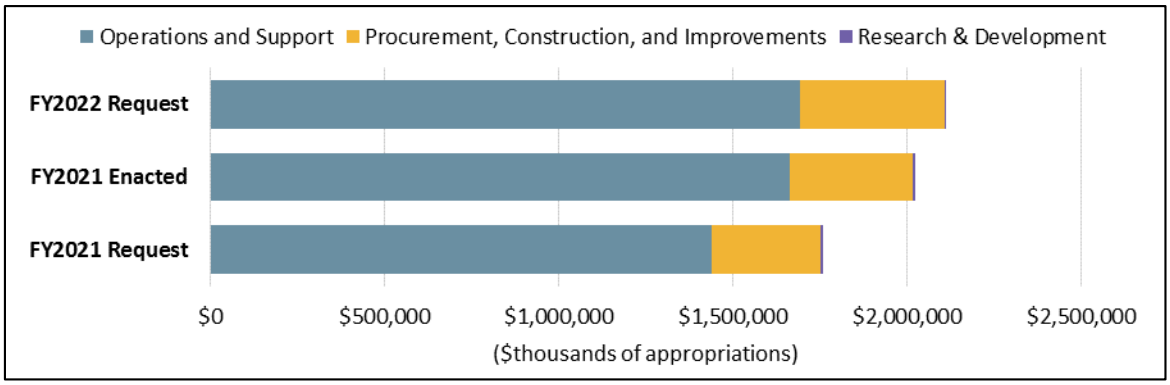
[41] p. USSS-PC&I-28.

- $10 million (80.6%) less than enacted in FY2021 for Research and Development appropriations, on the basis of cost-sharing with the Department of State on the latest generation of the Fully Armored Vehicle Program.[42]

Incident Response and Recovery Operational Components (Title III)

Cybersecurity and Infrastructure Security Agency (CISA)

Figure 9. CISA Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $2.13 billion appropriations request for CISA was $109 million (5.4%) above the FY2021 enacted level, and $375 million (21.4%) above the level of appropriations originally requested for FY2021. The request included

- $29 million (1.8%) more than enacted in FY2021 for Operations and Support, $20 million was which was added for the costs of pay and retirement increases;[43]
  - The remainder of the increase is driven by program increases, including for CISA's assumption of DotGov program responsibilities that had been carried out by the General Services Administration (GSA) ($10 million),[44] additional development of the Joint Cyber Planning Office within CISA ($10 million),[45] and increases for the National Cybersecurity Protection System ($16 million).[46]
  - These increases were offset by a 40% reduction ($46 million) in the costs associated with the Continuous Diagnostics and Mitigation program under

[42] p. USSS-R&D-8.

[43] Department of Homeland Security, *Cybersecurity and Infrastructure Security Agency, Operations and Support Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. CISA-O&S-9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[44] pp. CISA-O&S-35, 36.

[45] pp. CISA-O&S-39, 40.

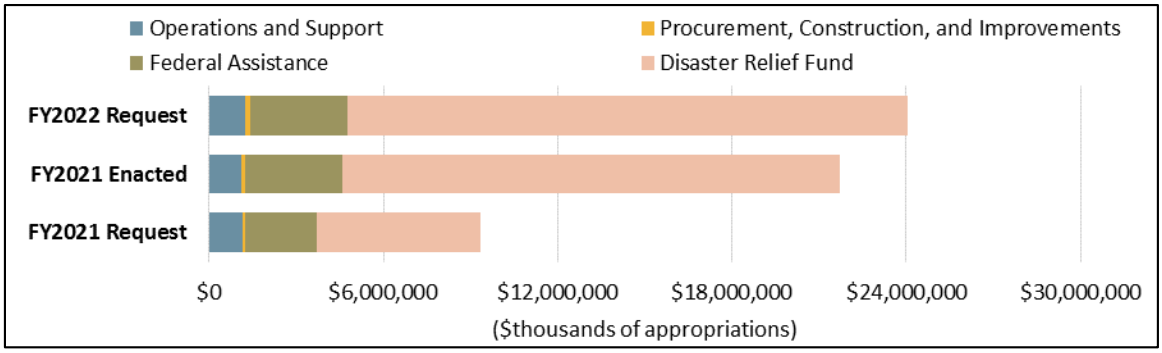
[46] p. CISA-O&S-40.

this appropriation—funding now instead provided through the Procurement, Construction, and Improvements appropriation.[47]

- $65 million (18.3%) more than enacted in FY2021 for Procurement, Construction, and Improvements, largely driven by the $46 million increase in this appropriation for Continuous Diagnostics and Mitigation (noted above), and a $25 million investment in Phase 2 of the Next Generation Networks Priority Services program, which would provide prioritization for government data traffic on commercial networks in the event of an emergency;[48] and
- $4 million (58.3%) less than enacted in FY2021 for Research and Development, largely due to a reduction in funding in this appropriation of $5.5 million for the National Infrastructure Simulation and Analysis Center—the funding was requested instead under CISA Operations and Support.[49]

Federal Emergency Management Agency (FEMA)

Figure 10. FEMA Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: Does not include mandatory spending items for the National Flood Insurance Program (NFIP), or discretionary funding for programs that are offset from the National Flood Insurance Fund.

The Administration's $24.05 billion appropriations request for FEMA was $2.37 billion (11.0%) above the FY2021 enacted level, and $14.69 billion (157.0%) above the level of appropriations originally requested for FY2021. The primary driver of this change is a $13.74 billion increase from the FY2021 enacted level for the costs of major disasters (a large portion of the resources in the Disaster Relief Fund). Apart from this increase, the request is a $775 million (16.5%) increase from the FY2021 enacted level, and a $961 million (21.4%) increase from the FY2021 request. The request included

- $103 million (9.1%) more than enacted in FY2021 for Operations and Support, $26 million of which is for pay and retirement increases;[50]

[47] p. CISA-O&S-35.

[48] pp. CISA-PC&I-13, 26.

[49] p. CISA-O&S-375.

[50] Department of Homeland Security, *Federal Emergency Management Agency, Fiscal Year 2022 Congressional Justification*, May 28, 2021, pp. FEMA-O&S-8, 9. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

  - Other programmatic drivers of the increase include a $27 million increase for cybersecurity enhancement and an $8 million increase for support for the FEMA Incident Management workforce.
- $82 million (77.6%) more than enacted in FY2021 for Procurement, Construction, and Improvements, largely due to $55 million in costs associated with recompeting the lease for FEMA headquarters, a $19 million increase for grants management system modernization, and a $19 million increase for Mount Weather facilities. These increases were offset by a $9 million reduction for the Center for Domestic Preparedness and an $8 million reduction for the National Emergency Training Center;[51]
- $5 million (0.2%) less than enacted in FY2021 for Federal Assistance, due to elimination of Presidential Residence Protection Grants ($13 million) and a series of adjustments to Assistance to Firefighters Grants and Staffing for Adequate Fire and Emergency Response Grants (+$10 million each), the Flood Hazard Mapping and Risk Analysis Program (+$13 million), the State Homeland Security Grant Program and Urban Area Security Initiative (-$15 million each).[52]
- $2.16 billion (12.6%) more than enacted in FY2021 for the Disaster Relief Fund (DRF).
  - The DRF request makes up 82.0% of the entire FY2022 discretionary budget request for FEMA, and 21.3% of the entire FY2022 budget request for DHS.
  - The request for the portion of the DRF that covers major disasters rose from an enacted level of $17.14 billion to $18.80 billion, a request that is based on the average of the last 10 years' obligations for major disasters costing less than $500 million (termed "non-catastrophic disasters"), and spending plans for past disasters costing FEMA more than $500 million (termed "catastrophic disasters").[53]
  - The portion of the DRF that covers emergencies and other activities is funded through unobligated balances in the request, but is anticipated to require $668 million, up from a baseline of $593 million in FY2021. The increase is largely on the basis of an increase in the 10-year average of those costs, and a $13 million increase for support for FEMA's incident management workforce.[54]
  - The budget request also includes a new activity in the DRF: DRF Climate. The request includes $500 million in discretionary funding for DRF Climate to support additional mitigation grants to help communities reduce risk of disasters associated with the effects of climate change.[55]

[51] p. FEMA-PC&I-8.

[52] p. FEMA-FA-7.

[53] pp. FEMA-DRF-8, 9.

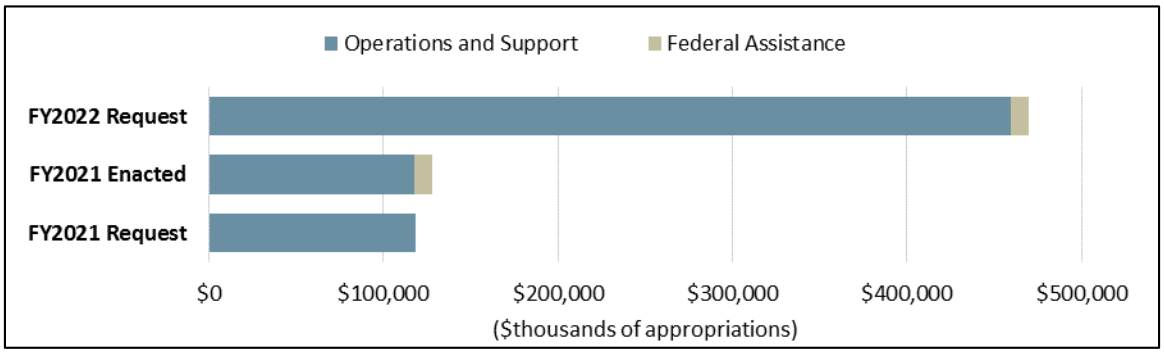
[54] p. FEMA-DRF-13.

[55] p. FEMA-DRF-39.

Support Components (Title IV)

U.S. Citizenship and Immigration Services (USCIS)

Figure 11. USCIS Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $470 million appropriations request for USCIS was $342 million (267.4%) above the FY2021 enacted level, and $351 million (295.6%) above the level of appropriations originally requested for FY2021. The request included

- $342 million (290.1%) more for Operations and Support than enacted in FY2021, and $341 million (287.2%) more than requested—$2 million in increased pay raise and retirement costs were combined with a $345 million request to enhance USCIS's application processing workforce;[56]
- No change from the FY2021 enacted level for Federal Assistance ($10 million), which goes to Citizenship and Integration Grants; and[57]
- Less than 3% of the USCIS budget is appropriated. The budget request projects $4.72 billion in mandatory spending for USCIS—91% of its total budget—will be supported by fees in FY2021.[58] This is down from 97% in the FY2021 budget request, due to increased discretionary funding for USCIS personnel.

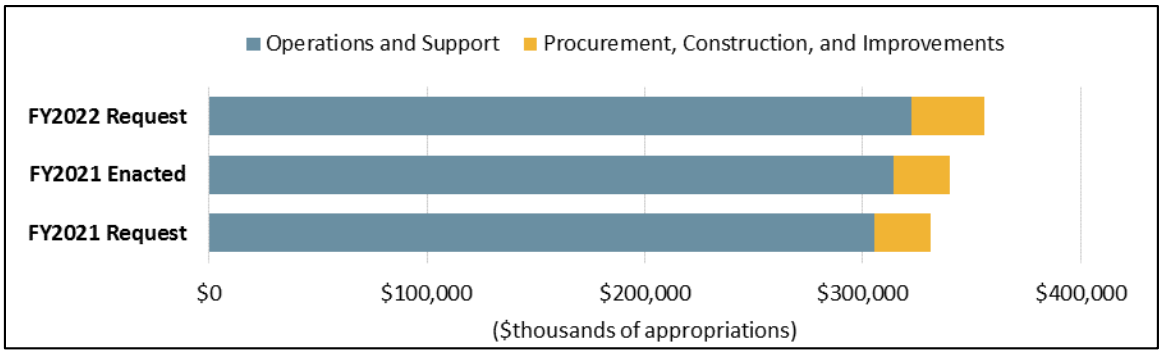
[56] Department of Homeland Security, *U.S. Citizenship and Immigration Services, Operations and Support Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. USCIS-O&S-5. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[57] p. CIS-FA-6.

[58] p. CIS-6.

Federal Law Enforcement Training Centers (FLETC)

Figure 12. FLETC Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $356 million appropriations request for Federal Law Enforcement Training Centers (FLETC) was $15 million (4.5%) above the FY2021 enacted level, and $24 million (7.3%) above the level of appropriations originally requested for FY2021. FLETC also anticipates receiving $213 million in reimbursements for training and facilities use from those it serves. The request included

- $8 million (2.6%) more than was enacted in FY2021 for Operations and Support, $5 million of which is for increased pay and retirement costs;[59] and

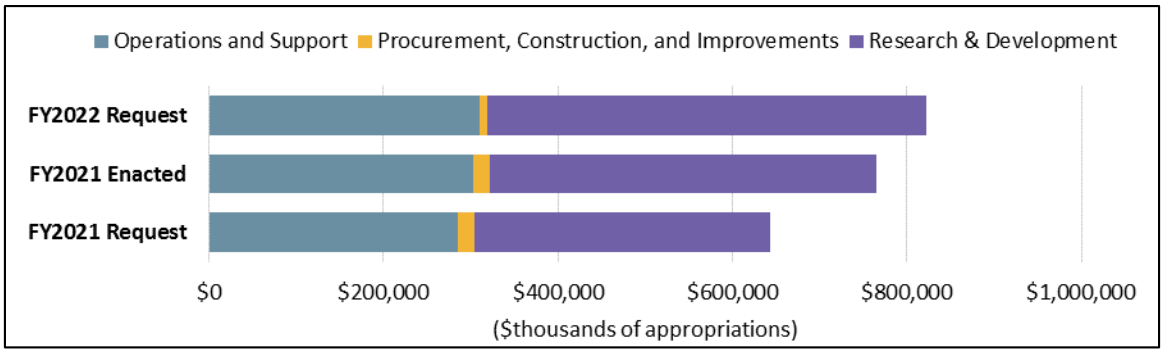
$7 million (28.1%) more than was enacted in FY2021 for Procurement, Construction, and Improvements. This includes $13 million for purchases of leased dorms and $20 million for construction made necessary by a land swap with the USCG at a FLETC training point in Charleston, SC.[60]

[59] Department of Homeland Security, *Federal Law Enforcement Training Center, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. FLETC-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022.

[60] p. FLETC-PCI-6.

Science and Technology Directorate (S&T)

Figure 13. S&T Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $823 million appropriations request for the S&T Directorate was $57 million (7.5%) above the FY2021 enacted level, and $179 million (27.8%) above the level of appropriations originally requested for FY2021. The request included

- $8 million (2.6%) more than the enacted level for the Operations and Support appropriation, largely due to a $3 million increase for research and development support staff;
  - Less than $3 million of the Operations and Support request is for pay and retirement cost increases.[61]
- $10 million less than the enacted level for the Procurement, Construction, and Improvements appropriation for costs associated with the closure and sale of the Plum Island Animal Disease Center;[62] and
- $60 million (13.4%) more than enacted for the Research and Development appropriation, due to a $53 million (13.3%) increase in research activities and a $7 million (16.6%) increase in funding for university centers of excellence.[63]

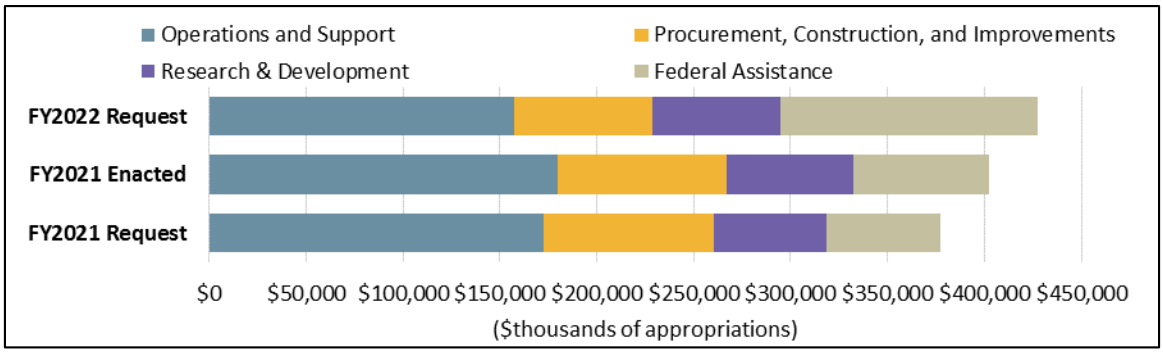
[61] Department of Homeland Security, *Science and Technology Directorate, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. S&T-O&S-7. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[62] pp. S&T-PC&I-8, 13-15.

[63] p. S&T-R&D-205.

Countering Weapons of Mass Destruction Office (CWMD)

Figure 14. CWMD Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $427 million appropriations request for CWMD was $25 million (6.3%) above the FY2021 enacted level, and $50 million (13.3%) above the level of appropriations originally requested for FY2021. The request included

- $23 million (12.6%) less than the enacted level for the Operations and Support appropriation, $16 million (9.1%) less than was requested for FY2021;
  - This reduction is driven by transfers of activities between the Operations and Support and Federal Assistance, which result in a net $49 million reduction in requested funding to Operations and Support.
  - $2 million was requested for covering the increased pay and retirement costs.[64]
  - Aside from these actions, CWMD Operations and Support has $24 million in net program increases including increases for capability and risk assessment ($5 million), medical support ($4 million), and the National Biosurveillance Integration Center ($3.5 million).[65]
- $16 million (18.1%) less than the enacted level for the Procurement, Construction, and Improvements appropriation, largely driven by reductions to the Radiation Portal Monitor Replacement Program ($21 million) and Personal Radiation Detector program ($16 million), offset by increases to the International Rail ($9 million) program, Rapid CRBN Equipping program ($6 million), and the Radiation Portal Monitor Program ($4 million);[66]
- A less than $1 million (0.6%) net increase above the enacted level for the Research and Development appropriation, due to increases in Transformational Research and Development ($7 million) and Detection Capability Development

[64] Department of Homeland Security, *Countering Weapons of Mass Destruction, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. CWMD-O&S-7. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[65] pp. CWMD-O&S-7, 8.

[66] p. CWMD-PC&I-8.

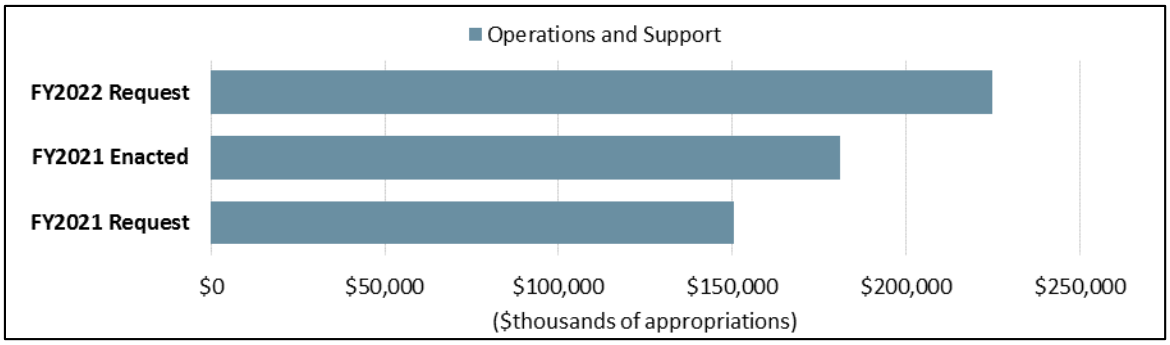
($7 million), offset by reductions in Technical Forensics ($4 million) and Rapid Capabilities ($10 million);[67] and

- $63 million (90.8%) more than the enacted level for the Federal Assistance appropriation, largely due to the transfers noted above, as well as $13 million in program increases, including an additional $5 million for Securing the Cities grants.[68]

Headquarters Components (Title I)

Office of the Secretary and Executive Management (OSEM)

Figure 15. OSEM Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $225 million appropriations request for the Office of the Secretary and Executive Management (OSEM) was $44 million (24.3%) above the FY2021 enacted level, and $74 million (49.5%) above the level of appropriations originally requested for FY2021. The request included

- $5 million for increased pay and retirement costs;[69]
- a $7 million increase for the Center for Prevention Programs and Partnerships to support their work to counter domestic terrorism;[70]
- a $7 million increase for staffing and contracts for the DHS Office of General Counsel, which had been funded at 72% of its authorized levels;[71]
- $4 million for increased staffing in the Office of Civil Rights and Civil Liberties;[72]

[67] p. CWMD-R&D-3.

[68] p. CWMD-FA-6.

[69] U.S. Department of Homeland Security, *Office of the Secretary and Executive Management, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. OSEM-O&S-6. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[70] U.S. Department of Homeland Security, *FY2022 Budget in Brief*, May 28, 2021, p. 14. Available at https://www.dhs.gov/publication/fy-2022-budget-brief.

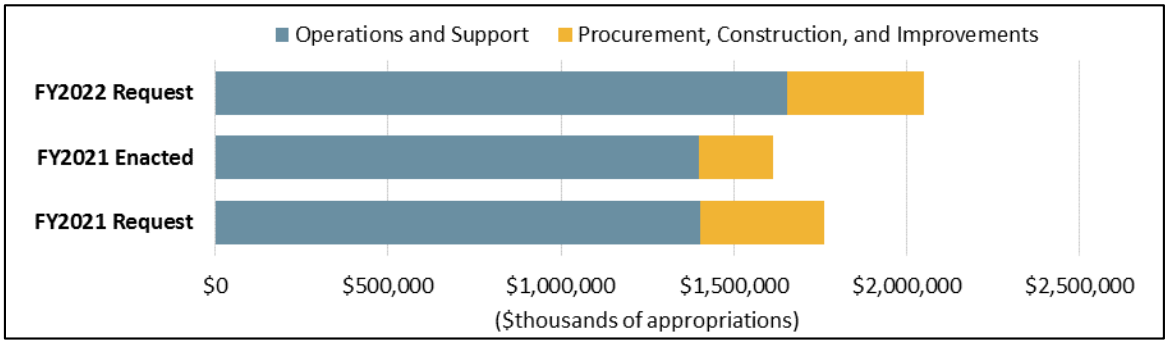
[71] pp. OSEM-O&S-18, 19.

[72] *FY2022 Budget in Brief*, p. 14.

- $4 million to improve Freedom of Information Act processing for DHS;[73]
- $4 million for the Immigration Data Integration Initiative;[74] and
- $3 million for a Countering Unmanned Aerial Systems Policy Coordination Office within the Office of Strategy, Policy, and Plans.[75]

Departmental Management Directorate (DM)

Figure 16. DM Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

Notes: Table does not reflect $1.65 billion request for the Federal Protective Service, which is paid for by offsetting fee collections.

The Administration's $2.05 billion appropriations request for the Departmental Management Directorate (DM) was $437 million (27.1%) above the FY2021 enacted level, and $289 million (16.4%) above the level of appropriations originally requested for FY2021. The request included

- $255 million (18.3%) more than was enacted in FY2021 for the Operations and Support appropriation, $23 million of which was net transfers of programs into DM.

  Also included in this appropriations request were

  - a $14 million increase to cover increased pay and retirement costs;
  - $93 million for SolarWinds cybersecurity breach remediation and security improvements,[76] and a separate $20 million headquarters cybersecurity enhancement to prevent future attacks and provide additional security;[77] and
  - $76 million for electric vehicle and infrastructure purchases.[78]

[73] p. OSEM-O&S-14.

[74] p. OSEM-O&S-17, 18.

[75] *FY2022 Budget in Brief*, pp. 14-15.

[76] U.S. Department of Homeland Security, *Management Directorate, Fiscal Year 2022 Congressional Justification*, May 28, 2021, pp. MGMT-O&S-29, 30. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[77] p. MGMT-O&S-38.

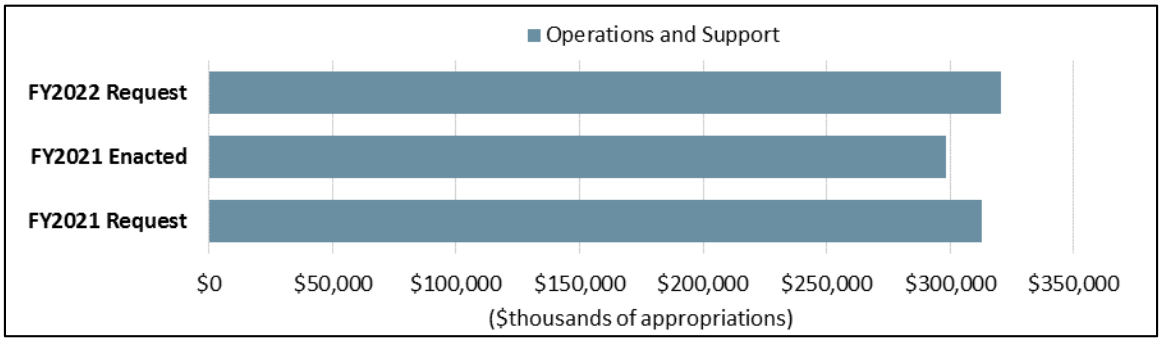
[78] pp. MGMT-O&S-34, 35.

- $182 million (84.7%) more than was enacted in FY2021 for the Procurement, Construction, and Improvement appropriation, for a total request of $397 million. The request included
  - Over $200 million for investments in consolidating DHS headquarters facilities within the National Capital Region. This included
    - $139 million for new facilities on the St. Elizabeths West Campus, mostly for construction of the new Office of Intelligence and Analysis headquarters;[79]
    - $51 million for consolidation of remaining headquarters and support offices at the GSA Federal Building (7th and D St. SW);[80] and
    - $20 million to reconfigure the Ronald Reagan Building to accommodate elements of CBP headquarters not moving to St. Elizabeths West Campus.[81]
  - $109 million for financial systems modernization ($9 million more than FY2021);[82] and
  - $46 million for the Homeland Advanced Recognition Technology program, which will replace the legacy DHS biometric information system.

The request also includes a $65 million increase for the Federal Protective Service, which has an overall budget of $1.65 billion offset by fee collections.

Analysis and Operations (A&O)

Figure 17. A&O Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

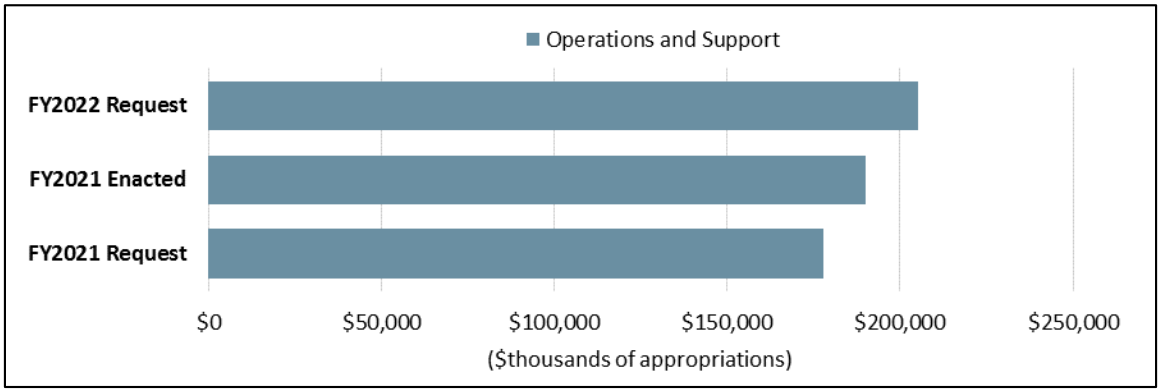
The Administration's $321 million appropriations request for A&O was $22 million (7.4%) above the FY2021 enacted level, and $8 million (2.6%) above the level of appropriations originally requested for FY2021. Most of the details of the A&O budget request are classified.

[79] p. MGMT-PC&I-14.
[80] p. MGMT-PC&I-21.
[81] pp. MGMT-PC&I-22, 23.
[82] p. MGMT-PC&I-26.

- The request included a $5 million increase to cover increases in pay and retirement costs.[83]
- In addition, two program transfers were noted:
  - $5 million in additional funding with the transfer of Integrated Domain Enterprise-Maritime from the Science and Technology Directorate to A&O; and
  - $11 million less in funding with the transfer of the Insider Threat Program from A&O to the Office of the Chief Security Officer within the Management Directorate.[84]

Office of the Inspector General (OIG)

Figure 18. OIG Requested and Enacted Annual Appropriations by Type, FY2021-FY2022



Source: CRS Analysis of the FY2021 and FY2022 DHS *Budget in Brief*.

The Administration's $205 million appropriations request for the Office of the Inspector General (OIG) was $15 million (8.0%) above the FY2021 enacted level, and $28 million (15.5%) above the level of appropriations originally requested for FY2021. The request included

- $5 million in additional funding to cover increased pay and retirement costs;[85] and
- A $10 million increase for audit and investigation enhancements and forensics and data analytics upgrades.[86]
- The budget justification notes that the OIG submitted a funding request of $205 million, which the Administration has made for the OIG. However, the OIG goes on to note that additional resources are required:

[83] Department of Homeland Security, *Analysis and Operations, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. A&O-O&S-5. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[84] p. A&O-O&S-6.

[85] Department of Homeland Security, *Office of Inspector General, Fiscal Year 2022 Congressional Justification*, May 28, 2021, p. OIG-O&S-7. Available at https://www.dhs.gov/publication/congressional-budget-justification-fy-2022. Future references to this document are by page number.

[86] p. OIG-O&S-7.

- "$14 million over the next several years" for DHS COVID response and recovery oversight; and
- More than $25 million over the next two years for "response and mitigation efforts related to the network cyberattack."[87]

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[87] p. OIG-O&S-5.